

**CITY OF LODI
INFORMAL INFORMATIONAL MEETING
"SHIRTSLEEVE" SESSION
CARNEGIE FORUM, 305 WEST PINE STREET
TUESDAY, NOVEMBER 6, 2007**

An Informal Informational Meeting ("Shirtsleeve" Session) of the Lodi City Council was held Tuesday, November 6, 2007, commencing at 7:00 a.m.

A. ROLL CALL

Present: Council Members – Hansen, Katzakian, Mounce, and Mayor Johnson
Absent: Council Members – Hitchcock
Also Present: City Manager King, City Attorney Schwabauer, and Deputy City Clerk Perrin

B. TOPIC(S)

B-1 "Presentation of the Redevelopment Project Feasibility Study and Proposed Survey Area"

City Manager King introduced the subject matter of the redevelopment project Feasibility Study and proposed survey area and introduced consultants Don Fraser and Ernie Glover. With the aid of a PowerPoint presentation (filed), Mr. King explained that, although it is not required, the City prepared a Feasibility Study for a potential redevelopment project and stated that no official Council action has been taken to date. The first formal step is the designation of a survey area, and the Feasibility Study helps to provide guidance in that selection process. Following Council action on the survey area, the Planning Commission will be asked to select a project area, which could consist of all or part of the survey area; however, it could not be any larger.

In determining the survey area, staff considered the 2002 project area, which consisted of 1,184 acres primarily in the downtown area and eastside and had a projected tax increment of \$187.9 million in future dollars (or \$41.1 million at present value). There has been debate on the size of the project area and whether or not residential should be included; therefore, staff prepared two options. Option A consists of 1,583 acres, which follows the commercial corridors (i.e. Cherokee Lane, Kettleman Lane, Lockeford Street, and Stockton Street) with residential filling in the remainder. The tax increment projection for Option A is \$331.9 million in future dollars (or \$130.9 million at present value). Option B incorporates the commercial corridors only at 732 acres and a projection of \$210.1 million in future dollars (or \$83.2 million at present value). At the request of staff, the Lodi Budget/Finance Committee reviewed this matter and recommended the City move forward with consideration of the project area and further recommended that additional areas be included; therefore, Option A1 was created, which added areas to the southwest along Ham Lane and to the northwest along the railroad tracks and included neighborhoods above the Grape Festival grounds.

Mr. King explained the process of determining the tax increment projections, which included opportunity sites based on the current General Plan, commercial square footage of approximately 666,000, industrial square footage of 924,800, and background growth rate of 5%. The tax increment would be reduced by the property tax administrative fee and the pass-through amount as required by Assembly Bill (AB) 1290. Mr. King demonstrated how the tax increment is divided among the taxing agencies. Assuming Council established 2007-08 as the base year, increment growth would occur in 2008-09 and 45 years would be the maximum length of time. A redevelopment agency collects 80%, with a housing set aside of 20% taken off the top prior to the increment occurring.

Don Fraser with Fraser and Associates explained that redevelopment provides a tool to foster economic development within a community by encouraging additional private sector investment into a project area. Larger areas are typically easier to finance in terms of

issuing bonds due to the improved credit rating. In addition, a larger area with a mix of uses (i.e. commercial, industrial, residential, etc.) is typically the more prudent option. Commercial and industrial investments come from the private sector; whereas, residential investment is more likely to come from area agencies that provide assistance with housing and infrastructure rehabilitation.

Mr. King provided details and an example of the methodology of the tax increment. He explained that the Council needs to consider bonded indebtedness, in which case the City would be asked to set a limit.

Council Member Hansen questioned if the limit could be changed once it is set, to which Mr. King responded that, if the redevelopment plan changes, the City would need to repeat all of the steps. The law requires obligation, which is a statement of indebtedness, in order to collect. There will be no difference on property tax bills; however, the County Auditor will hold the money for the Lodi Redevelopment Agency in accordance with the pass-through formula. The City will be required to submit a statement of indebtedness, which would include administrative costs, contract obligations, and bonded indebtedness on borrowed money that the City is to repay. That figure should match the amount of the increment, after which the City would collect the money.

In response to Mayor Johnson, Mr. Fraser stated that, to the best of its ability, the City should set the limit to cover its needs throughout the term of the plan; however, it may be necessary to revisit the analysis after 10 to 15 years. Mr. Fraser provided examples of types of debt of a redevelopment agency.

Mayor Pro Tempore Mounce questioned what would happen if the agency acquired more debt than the tax increment pays. Mr. Fraser responded that projections used to create the initial plan would be revised during the first year of increment and would be based on actual County reports of assessed value. This would help to better determine the amount of increment the agency would have and how much debt to incur in the first year. If the agency wanted a larger pot, it could borrow from the City, assuming it could repay the loan. Bonds in the bond market could leverage dollar for dollar; however, there should be a cushion of 25% more revenue than the debt amount.

Mr. King stated that bonded indebtedness is issued by a redevelopment agency based upon projections of tax increment. Prior to AB1290, there was no limit on the amount of increment that could be raised and the objective was to create as much debt as possible, which is no longer the case.

In response to Mayor Johnson, Mr. Fraser confirmed that the redevelopment agency has its own rating; the City has no obligation in the redevelopment bonds.

Council Member Hansen questioned if the State could take money away from a redevelopment agency, to which Mr. King responded that it could if there was no contract in place that obligated the funds toward a specific project. As a policy choice, Mr. King recommended that the Lodi Redevelopment Agency reimburse money for projects, rather than provide loans. As an example, a developer building an affordable housing project could be reimbursed costs (e.g. impact fees) from the agency following the completion of the project.

City Attorney Schwabauer confirmed that there is a provision in the Constitution that prohibits the passage of a law preventing one from meeting its contract obligations.

Discussion ensued between Council Member Hansen, Mr. King, and Mr. Fraser regarding the boundaries of the plan, the current General Plan versus the future update, land use decisions, and zoning of properties within the plan.

Council Member Hansen suggested that the area encompassing the old Sunset Theater and Alexander's Bakery be included in the survey area as they are blighted properties that could receive some benefit from the project. City Manager King stated that Council has the ability to change the boundaries and pointed out that the land does not have to be contiguous.

Mayor Johnson questioned why the large block of parcels on the east side was not included in the area, to which Mr. King stated that some of the properties may not meet the requirements. He added that the County is supportive of the City moving forward with a redevelopment agency and he did not want to receive resistance from the County by having to justify portions of the project area. He agreed that some of the industrial areas to the south could be added. Mayor Johnson felt that the risk of having to justify with the County was worth adding the subject portion. It was pointed out that adjustments to the project area could result in minor additional mapping costs.

Mayor Pro Tempore Mounce suggested the area near Turner Road and Stockton Street be included, to which Mr. King pointed out that Council Member Katzakian would be conflicted out.

Mr. Fraser further explained the pass-through formula that was imbedded into AB1290. During the term of the tax increment, 20% will be paid initially to taxing entities (e.g. county, school district, etc.), and over the years, it will gradually increase, reaching an average of 30% to 35%. The school district has the ability to keep a portion of its pass-through amount for its facilities in the project area within the school district boundaries and, therefore, has a tendency to be supportive of redevelopment agencies.

Discussion ensued between Mayor Johnson, Council Member Hansen, Mr. King, and Mr. Fraser regarding the current real estate market and its affect on the agency. Mr. Fraser acknowledged that timing would have been better five years ago and added that the outlook could depend upon whether or not the County Assessor has already lowered values.

Mr. King reported that the purpose of the Feasibility Study is to see if the threshold requirements can be met. The area must be predominantly urbanized, and there must be one criterion each of physical and economic blight. Based on previous Council comments, the schedule has been adjusted in order to set the effective year as 2007-08, which would require that Council take final action no later than June 2008. Mr. King provided the schedule of activities and stated the next steps include Planning Commission approval of the project area on November 14 and City Council establishment of 2007-08 as the base year on December 19.

Ernie Glover with GRC Consultants reported that the process can take 12 months, due in part to the required review of the blight documentation, and he believed there was adequate opportunity for public participation in following the proposed schedule. The blight analysis involves a parcel-by-parcel review of existing conditions in the area, which takes into consideration dilapidated buildings, social issues (e.g. crime, adult uses, etc.), and depreciating property values.

In response to Mayor Pro Tempore Mounce, Mr. King assured that the Feasibility Study would be corrected to reflect that Intimates on Cherokee Lane is not a topless bar.

In response to Council Member Hansen, Mr. Glover stated that those who could potentially challenge the designation of a blighted property include the state, county, taxing entities, city, or private citizen.

Mayor Pro Tempore Mounce asked for clarification on the difference between a public and private project as it relates to eminent domain. Mr. King stressed that the use of eminent domain by the Lodi Redevelopment Agency was removed completely from the plan regardless of whether it is a public or private project; however, the City could exercise its power of eminent domain and sell properties to the agency.

Mr. Schwabauer added that, if the City used eminent domain under its current ordinance, it could not turn over property to a private entity/developer and added that a majority of the Council would have to approve such an action.

Mr. Glover explained that, because the agency is directly and financially involved with the project, it must offer forms of assistance to owners and tenants in the project area.

PUBLIC COMMENTS:

- Myrna Wetzel questioned if a redevelopment agency could provide assistance to those in the project area who are on a fixed income, particularly for the cost to install required water meters.

Mr. King responded that replacement of water meters would be eligible under the plan and the Council would have options on how to implement such a program. The agency could utilize the housing money that is set aside for low- to moderate-income property owners on a citywide basis, or it could budget money for water meters and rehabilitation of water services for all parcels within the project area.

Mr. Glover stated the advantage of including residential in the project area is that the tax increment can be used to improve streets and public rights of way and to upgrade neighborhoods.

Mr. King stated that one of the first programs he would recommend to the Council is a "paint up/fix up" program, which would provide available funds to those in the project area, on a reimbursement basis, for use in rehabilitating their properties.

C. COMMENTS BY THE PUBLIC ON NON-AGENDA ITEMS

None.

D. ADJOURNMENT

No action was taken by the City Council. The meeting was adjourned at 8:31 a.m.

ATTEST:

Jennifer M. Perrin
Deputy City Clerk



CITY OF LODI COUNCIL COMMUNICATION

AGENDA TITLE: Presentation of Redevelopment Project Feasibility Study and Proposed Survey Area

MEETING DATE: November 6, 2007 (Shirtsleeve Session)

PREPARED BY: City Manager

RECOMMENDED ACTION: No action required.

BACKGROUND INFORMATION: The City Council will be asked to designate a Redevelopment Project Survey Area at its November 7th Regular Meeting. The purpose of the Shirtsleeve presentation is to review a Feasibility Study that the City prepared to assist in the selection of a Project Area.

Although not required by law, many communities prepare an initial feasibility study to help select the boundaries of a Redevelopment Survey Area and the subsequent Project Area. Based upon the Council's July 19, 2007, direction, City staff, using the services of GRC Consultants, prepared a Feasibility Study. The Feasibility Study looked at two areas in general as possible Redevelopment Projects, one small and the other large. The areas were given a preliminary visual inspection to determine if they were legally permissible and projections of possible tax increment revenue were developed.

The Shirtsleeve presentation will review the assumptions used to develop the tax increment projections and the plan adoption process.

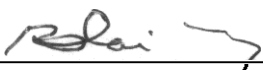
The Feasibility Study has been reviewed by the Budget and Finance Committee and presented to the Planning Commission.

As a note, the Council will hear references to a variety of legally required documents as the Redevelopment Plan adoption process moves forward. The Feasibility Study is not to be confused with the Preliminary Plan, Preliminary Report, and Redevelopment Plan.

FISCAL IMPACT: NIA

FUNDING AVAILABLE: NIA

BK/jmp
Attachment: Feasibility Study

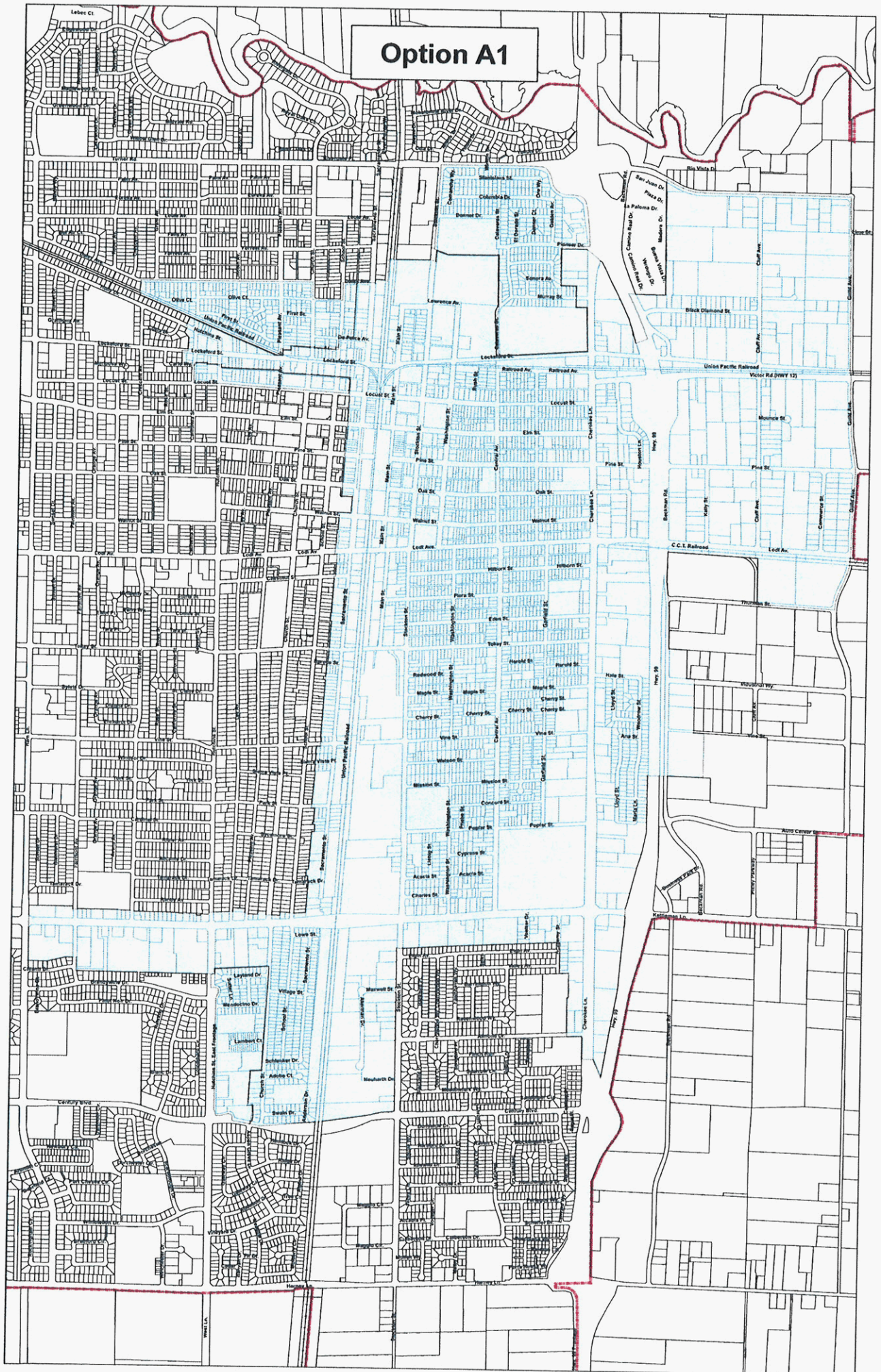


Blair King, City Manager

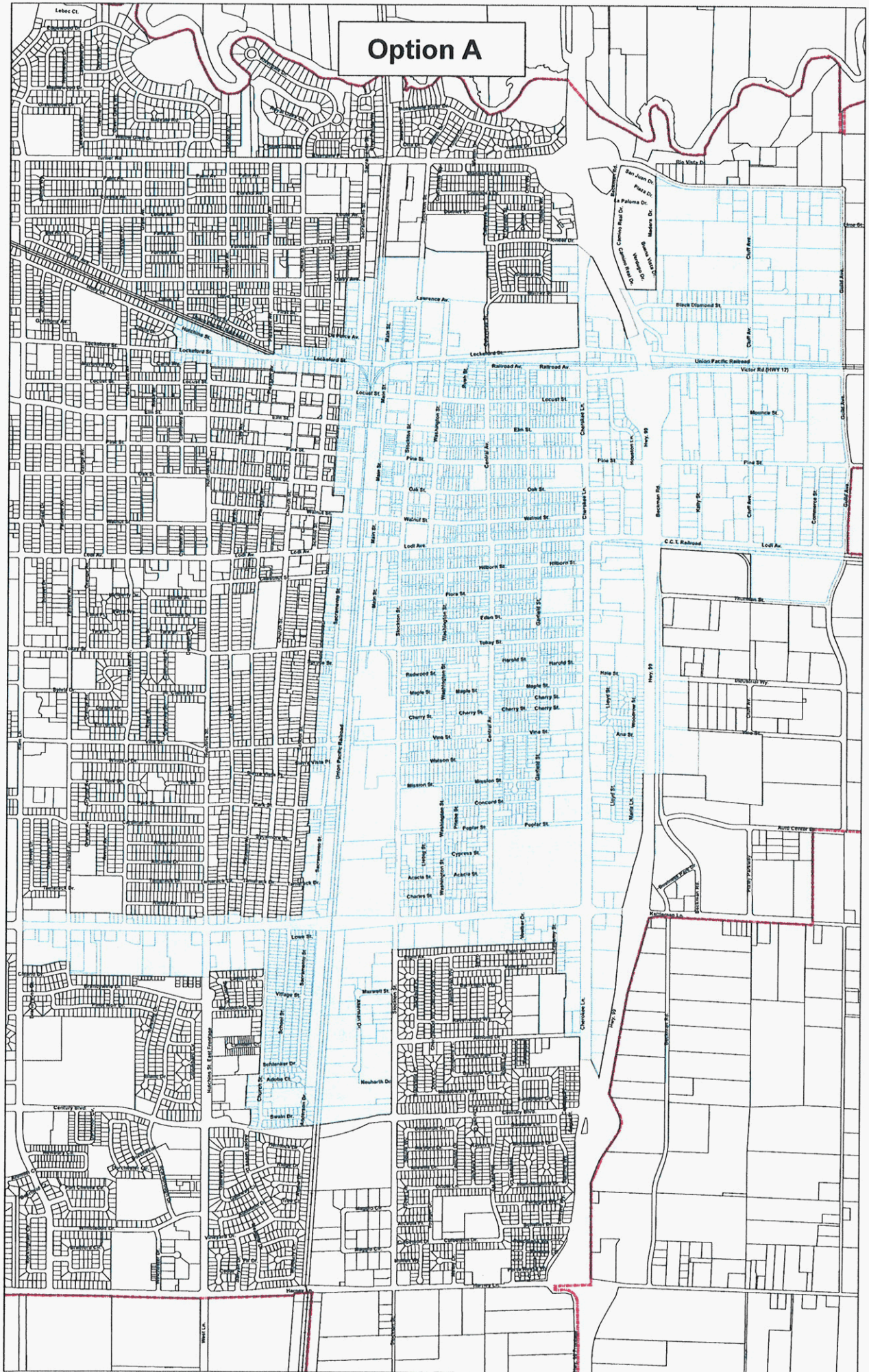
APPROVED: 

Blair King, City Manager

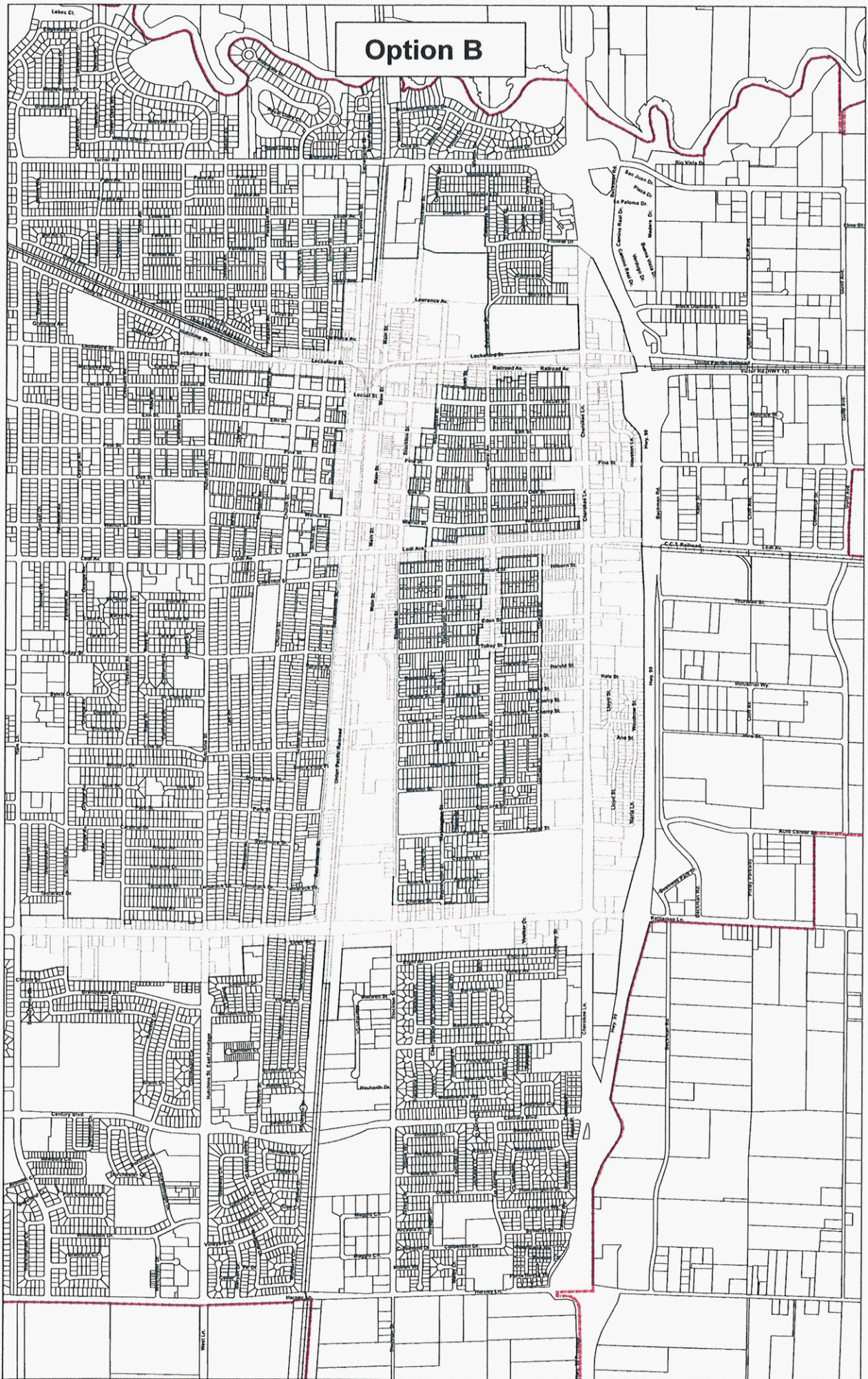
Option A1



Option A



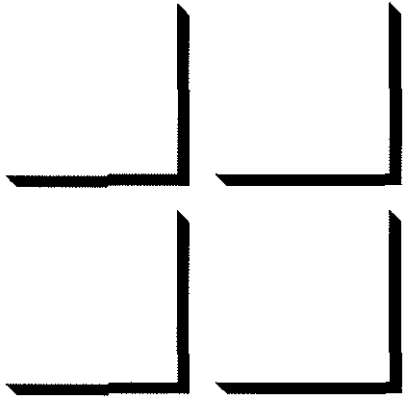
Option B



October 29, 2007

**Feasibility Study for a
Potential Redevelopment
Project in East Lodi**

LODI REDEVELOPMENT AGENCY



Feasibility Study for a Potential Redevelopment Project in East Lodi

LODI REDEVELOPMENT AGENCY

FA FRASER & ASSOCIATES

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Feasibility Study for a Potential Redevelopment Project in East Lodi

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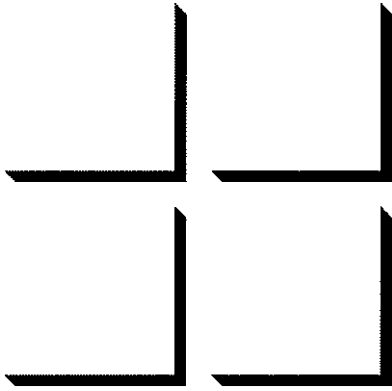
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BACKGROUND

There are over 400 redevelopment agencies in charge of nearly 800 redevelopment project areas throughout the State of California. In a study performed by the Center for Economic Development at California State University, Chico for the fiscal year of 2002-03, redevelopment agencies have:

- Increased state income by \$16.56 billion
- Created over 300,000 jobs
- Increased tax revenues for state and local governments by \$1.58 billion
- Constructed over 37,600 new affordable housing units and rehabilitated nearly 20,000 existing affordable housing units (in a ten-year period)

With this in mind, the Lodi City Council on July 19, 2007, acting as the City's Redevelopment Agency (the "Agency"), directed that studies begin to see if redevelopment is feasible in portions of east Lodi, and to determine where the initial boundaries should be.

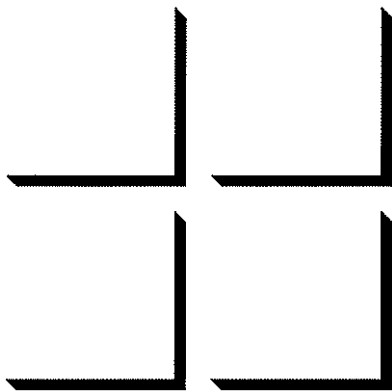
A redevelopment program in the City could help support a number of goals for improving the community. However, to undertake a redevelopment plan adoption requires a significant commitment of time and financial resources. Therefore, the Agency requested this Feasibility Study to analyze the area before such a commitment.

The analysis included herein provides a generalized discussion of existing physical and economic conditions as they relate to California Community Redevelopment Law (Health and Safety Code Section 33000 et seq.; the "CRL"), a general outline of projects and programs, a potential future work program the adoption process, and financial projections. Detailed studies and analyses will be provided in subsequent documents if the formal adoption process begins.

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REQUIREMENTS OF STATE LAW

Blight Definition

According to the CRL, a city may adopt a redevelopment plan to address an area that is blighted. A blighted area is an area:

1. That is predominately urbanized;
2. That is characterized by one or more conditions of physical blight and one or more conditions of economic blight; and
3. In which the combination of such conditions is so prevalent and so substantial that it causes a reduction of, or lack of, proper utilization of the area to such an extent that it constitutes a serious physical and economic burden on the community that cannot reasonably be expected to be reversed or alleviated by private enterprise or governmental action, or both, without redevelopment.

Urbanization

Section 33320.1 of the CRL requires that the area proposed for redevelopment be predominantly urbanized. This means that not less than 80% of the area is either of the following:

- Has been or is developed for urban uses
- Is an integral part of one or more areas developed for urban uses that are surrounded or substantially surrounded by parcels that have been or are developed for urban uses.

Physical Blight

According to CRL Section 33031(a), the following conditions are the physical characteristics that cause blight:

- Buildings in which it is unsafe or unhealthy for persons to live or work. These conditions may be caused by serious building code violations, serious dilapidation and deterioration caused by long-term neglect, construction that is vulnerable to serious damage from seismic or geologic hazards, and faulty or inadequate water or sewer utilities
- Conditions that prevent or substantially hinder the viable use or capacity of buildings or lots. These conditions may be caused by buildings of substandard, defective, or obsolete design or construction given the present general plan, zoning, or other development standards
- Adjacent or nearby incompatible land uses that prevent the development of those parcels or other portions of the project area
- The existence of subdivided lots that are in multiple ownership and whose physical development has been impaired by their irregular shapes and inadequate sizes, given present general plan and zoning standards and present market conditions

Economic Blight

According to CRL Section 33031(b), the following conditions are the economic characteristics that cause blight:

- Depreciated or stagnant property values
- Impaired property values, due in significant part, to hazardous wastes on property where the agency may be eligible to use its authority
- Abnormally high business vacancies, abnormally low lease rates, or an abnormally high number of abandoned buildings
- A serious lack of necessary commercial facilities that are normally found in neighborhoods, including grocery stores, drug stores, and banks and other lending institutions
- Serious residential overcrowding that has resulted in significant public health or safety problems.
- An excess of bars, liquor stores, or adult-oriented businesses that has resulted in significant public health, safety, or welfare problems.
- A high crime rate that constitutes a serious threat to the public safety and welfare.

Not every parcel of land in a redevelopment area must be blighted. Unblighted land may be included if it is necessary for effective redevelopment and not included solely to collect tax increment revenue.

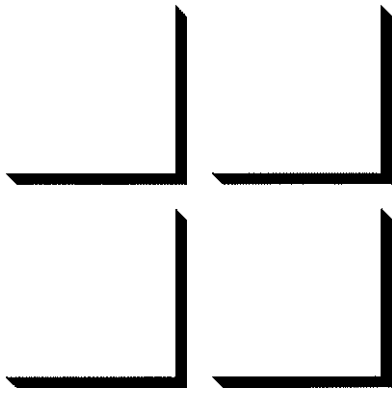
The ‘Five-Part Test’

In conclusion, a redevelopment area must pass five basic tests. Land being considered for inclusion in a redevelopment project area:

- I.) Must be urbanized (as defined above).
- 2) Must have prevalent physical and economic blight (as defined above).
- 3) The blight must cause a lack of proper utilization of the area.
- 4) The improper utilization must be a serious burden on community.
- 5) The burden cannot be reversed by private enterprise acting alone, by the City acting alone, or by both acting together without the assistance of a redevelopment agency.

The analysis in this Study derived from looking at properties in eastern Lodi based on these definitions and the “five-part test” on a general level. If the adoption process is started by the Agency, then detailed studies will begin to research and document blight and urbanization. Changes to the boundaries may be needed after additional study.

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GENERAL OBSERVATIONS

At first look, the properties in eastern Lodi should, theoretically, have very few problems. Consider that Lodi is served by a well-traveled freeway, has an established wine industry, and the nearby population has a per capita income 8% higher than the County.¹

However, when looked at in more detail, portions of the community appear to be suffering from a variety of adverse conditions. Building deterioration, obsolete commercial structures, piecemeal development, antiquated parcel shapes and sizes, junk and equipment openly stored, and old or nonexistent infrastructure are just some of the problems that contribute to the overall decline of the community.

To begin the process of preliminarily evaluating existing conditions in the eastern Lodi area (the “Study Area”), general field surveys were conducted. Properties in the Study Area were evaluated on a block-by-block basis, using the blight definitions described in the CRL, as discussed earlier.

This preliminary research included general observations of conditions in the Study Area as well as parcel-specific data from the San Joaquin County Assessor. A database was then prepared to store and retrieve information. This database will be updated and expanded throughout the adoption process, if the Agency chooses to begin such an endeavor.

The remainder of this section will discuss initial findings within the boundaries of the Study Area. These findings are not meant to fulfill the blight documentation required by law; rather, they are intended to be used as a general description of existing conditions to determine Survey Area boundaries and recommendations regarding additional steps.

¹ 1999 income, 2000 United States Census and City of Lodi.

Buildings That Are Unsafe or Unhealthy

While there is a significant amount of building deterioration in the Study Area, the bulk of it does not appear to be life-threatening. The type of deterioration observed is more of a hindrance to the vitality of current uses, and a virtual roadblock for future improvements because it is an economic burden. Therefore, it will be discussed in more detail in the next section.

However, based on construction dates from the Assessor, thousands of structures in the Study Area are likely to contain asbestos, lead-based paint, or other common hazardous materials. This does not necessarily mean that these structures are contaminated, but any expansion, modernization, or other rehabilitation project is severely limited due to the costs involved with abating these once-popular building materials.

These building materials are dangerous enough because of the inherent health and safety risks, but the related physical and economic burdens can also force an area into stagnation. This may be partially to blame for the apparent lack of reinvestment in the Study Area. However, if the area is included in a redevelopment project, financial assistance could be available.

Other forms of hazardous materials may exist in the auto-related businesses along Cherokee Lane and Kettleman Lane, and in the industrial areas by the railroad tracks and east of Highway 99. Historically, these types of uses, which include auto repair, body shops, and light and heavy manufacturing, are notorious for contaminating air, soil, and groundwater. Additional study would be required to determine if such problems exist.

Significant code violations in the areas with high concentrations of deteriorated structures may also show structures that are unsafe or unhealthy to occupy. Such code violations may include unpermitted construction, inadequate building materials, unsafe wiring, or other dangerous problem. Discussions with the City's code enforcement staff will be necessary to fully characterize this condition.

Conditions That Prevent or Hinder Viable Uses of Buildings or Lots

There appear to be several conditions that harm the properties in the Study Area, including building deterioration, commercial obsolescence, and inadequate infrastructure.

Building deterioration was observed throughout the Study Area, with a significant number of buildings in need of moderate-to-major repairs

or substantial rehabilitation. The most severe conditions include damaged roofs and exterior walls, bare plywood or other inappropriate building material, wood rot, chunks of missing plaster or stucco, and large areas of peeling paint. These conditions were observed in commercial and residential portions of the Study Area.

Commercial obsolescence appears to have been a problem in the Study Area for a long time. Antiquated façades; neighboring buildings with a variety of setbacks, heights, styles, and exterior treatments; limited display areas; old motels; and buildings constructed for specific uses but no longer housing those uses are plentiful.

It is clear that commercial development in the Study Area has occurred in a piecemeal fashion, and without any coordinated effort. The hodgepodge development pattern has led to a variety of site layouts, multiple curb cuts, and signage that creates a visual and functional chaos. The symptoms of obsolescence are costly to alleviate, but must be addressed for the overall economic health of the area.

The lack of adequate public facilities also has a major negative affect on properties in the Study Area. Initial observations reveal the following problems throughout the Study Area:

- Streets in poor condition
- Curbs, gutters, and sidewalks in poor condition (or non-existent)
- Drainage problems
- Lack of parking
- Exposed utility lines
- Lack of landscaping

Other infrastructure items that are not visible, but are likely to be needed, include upgrades to sewer and water lines. These improvements may require significant amounts of funding, which are simply not available. The City is not in a financial position to pay for all of the improvements that are needed in the Study Area, and the private sector has neither the funds nor the authority to do so.

However, one of the basic elements of improving an area through redevelopment is the construction of public facilities and infrastructure. If this project is adopted, funds will be in place to “bridge the gap” between what is needed and what is available.

Incompatible Uses

The piecemeal development discussed previously creates changing land use patterns and, in turn, incompatible and nonconforming uses.

This situation is especially pronounced along Cheroltee Lane, Kettleman Lane, Sacramento Street, Lockeford Street, Stocltton Street, Lodi Avenue, and Central Avenue. In these areas, residences are located in commercial and industrial areas, and/or are abutting commercial and industrial uses with no buffers of any kind.

Without redevelopment, the abatement of incompatible uses is highly unliltely, because owners, especially absentee owners, are unlikely to invest money in such properties in such a manner as to eliminate any incompatibilities by replacing one use for another, through screening, or through any other means. These lots are themselves relatively small, malting conversion to more intense use impossible without parcel assembly. Consequently, the transformation of incompatible uses and small parcels into an area more easily developed for its intended uses is infeasible and, therefore, is a substantial burden on the community.

Irregular Parcels

A significant characteristic of blight in the Study Area is the lack of adequate commercial land. For example, along Sacramento Street the average commercial parcel size is only 0.23 acre, and **93%** are under 0.50 acre. These are unusually small parcels and not large enough to accommodate modern development or allow existing businesses to expand. Industrial uses along Sacramento Street are equally constricted with an average of 0.58 acre, including 81% that are less than 1.00 acre. Parcels that are too small result in buildings that are too small, which does not provide an adequate return of the investment to the business or property owner.

When these situations occur, stores have minimal setbacks (if any) with cramped parking lots, multiple curb cuts, and are “wedged into mid-block locations with no regard for how they look or function with neighboring properties. This leads to an overall obsolescence of the Study Area, as discussed earlier. Generally, it is not a particularly attractive – or convenient – place to shop or do business. Buildings are poorly maintained, products are difficult to see from the busy corridors, access and parking are often difficult, signage is out-of-date and inconsistent, businesses and residences appear to be randomly placed on their properties without adequate buffers, and pedestrian amenities are lacking.

Property Values and Lack of Investment

An evaluation of current property values reported by the County Assessor shows that single-family residential, multi-family residential and commercial uses in the Study Area are assessed much lower than those in the rest of the City (see table below). Only industrial uses

were higher, but only by 2%. This may likely be attributed to the fact that nearly all of the City's industrial uses are located in the Study Area, thereby making a small sample size for the remainder of the City.

Use	Study Area \$/Acre	Remainder of City \$/Acre
Commercial	25	36
Industrial	17	15
Single-Family Residential	24	33
Multi-Family Residential	29	83

Additional value analyses are needed to fully characterize this condition. However, these data prove that properties in the Study Area are not holding their values, which is indicative of a blighted area.

Vacancies

Vacant commercial and industrial units were observed throughout the Study Area, and illustrate the complex nature of blight. Poor physical conditions lead to decreased values and sales, which, in turn, lead to poor economic conditions. Vacancies not only give the area a run-down look and reduce local job opportunities, but they do not generate sales tax revenue, frequently lower surrounding property values, increase crime and the risk of fire, and pose hazards to children.

Empty buildings exhibiting characteristics of neglect and abandonment such as broken windows, abandoned garbage, or other such indications of neglect, are typically regarded as attractive nuisances and neighborhood burdens. Additionally, the standard concept of "The Broken Window Effect", which is widely accepted in professional planning literature, points strongly to a very high degree of correlation between apparent building abandonment and crime.

Successful implementation of a redevelopment program can address vacancies by providing incentives to attract new businesses, or facilitating parcel assembly, which could create properties that are viable in today's market.

Lack of Necessary Commercial Facilities

A number of basic neighborhood services appear to be lacking in the Study Area. For example, there are very few supermarkets and drug stores located in or near the Study Area. Banks and financial institutions are slightly more prevalent, but it is clear that the businesses in the Study Area are oriented more to travelers along Highway 99 and Kettleman Lane than to the local population.

Additional study will be needed to fully assess this issue.

Residential Overcrowding

Although some signs of residential overcrowding were observed – converted garages, multiple vehicles parked during the day, etc. – it is not likely to be a significant problem. A check of census data will be necessary, but this does not appear to be a condition of blight that seriously affects the Study Area.

Excess of Adult Businesses

Some drinking establishments were observed along major corridors, and there is a topless bar and massage parlor on Cherokee Lane. If the adoption process begins, an analysis will be needed to quantify the number of adult businesses in the area. In addition, various City departments will be contacted to see if there is a connection between such businesses and public health, safety, or welfare.

High Crime

Crime statistics were not analyzed for the scope of this Study, so the impact of crime on the Study Area is not known. However, the transient nature of uses along Cherokee Lane and Kettleman Lane (with a mix of motels, liquor stores, auto repair, etc.) often creates higher crime. In addition, most, if not all, commercial uses in the eastern portion of Lodi are likely to be included in any future redevelopment area. Therefore, the sheer number of commercial units alone would suggest it is one of the higher crime areas of the City.

If the City Council elects to begin the adoption process, details from the City's Police Department will be important to characterize the extent of crime in the Study Area.

SUMMARY OF OBSERVATIONS

The results of the initial field work show that conditions of blight exist throughout the Study Area. The matrix below summarizes specific

physical and economic conditions of blight that were found. The matrix also provides a measure of the extent of each condition based on initial preliminary observations.

Each characteristic of blight (as defined by the CRL) was evaluated and given an initial ranking of "minor," "moderate," or "extensive," based on the following criteria:

Minor - Of limited extent or importance throughout the entire area, but may be concentrated in one particular location. Not in and of itself a significant blighting characteristic, but may contribute to other conditions of blight.

Moderate - While not widely spread or of major importance, it is a major blight characteristic in one or a few areas. Contributes significantly to overall blight, but not a prevalent characteristic of blight in and of itself.

Extensive - Of widespread extent and importance throughout the entire area, and is a commonly found characteristic in most, if not all, of the area. In and of itself can be considered a prevalent characteristic of blight.

PHYSICAL CONDITIONS OF BLIGHT

PHYSICAL CONDITION	PRESENCE	EXTENT	NOTES
Buildings in which it is unsafe or unhealthy for persons to live or work. These conditions may be caused by serious building code violations, serious dilapidation and deterioration caused by long-term neglect, construction that is vulnerable to serious damage from seismic or geologic hazards, and faulty or inadequate water or sewer utilities	Yes	Minor/ Moderate	Severe building dilapidation is relatively minor; however, code violations could be extensive and there is a significant likelihood of hazardous material presence with asbestos and lead-based paint.
Conditions that prevent or substantially hinder the viable use or capacity of buildings or lots. These conditions may be caused by buildings of substandard, defective, or obsolete design or construction given the present general plan, zoning, or other development standards	Yes	Extensive	Significant commercial obsolescence. Significant infrastructure deficiencies. Significant building rehabilitation and maintenance needs. Obvious piecemeal development with no apparent plan. Minimal construction and design standards. Lack of landscaping and pedestrian amenities in commercial areas.
Adjacent or nearby incompatible land uses that prevent the development of those parcels or other portions of the project area	Yes	Moderate/ Extensive	Many residences are located adjacent to commercial and industrial uses without adequate buffers. There are also residences located in commercial and industrial areas.
The existence of subdivided lots that are in multiple ownership and whose physical development has been impaired by their irregular shapes and inadequate sizes, given present general plan and zoning standards and present market conditions	Yes	Moderate/ Extensive	Many commercial parcels too small or too oddly shaped for expansion or new modern development.

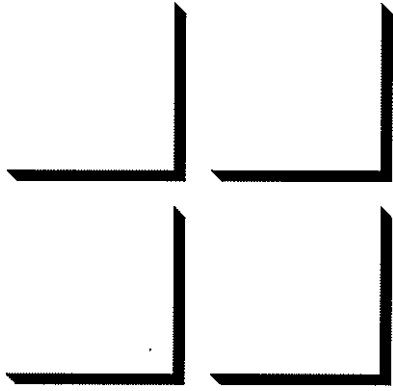
ECONOMIC CONDITIONS OF BLIGHT

ECONOMIC CONDITION	PRESENCE	EXTENT	NOTES
Depreciated or stagnant property values	Yes	Moderate/ Extensive	Property values in Study Area are lower than rest of City. Many commercial and industrial buildings are obsolete and have not seen much reinvestment, if at all. Lack of adequate parcel shapes and sizes hinders economic growth.
Impaired property values, due in significant part, to hazardous wastes on property where the agency may be eligible to use its authority	Likely	Moderate/ Extensive	Number of auto-related business and manufacturing uses indicates an existence of hazardous materials.
Abnormally high business vacancies, abnormally low lease rates, or an abnormally high number of abandoned buildings	Yes	Minor/ Moderate	Number of vacancies appears to be above normal, and have been vacant for extended periods, which adds to decline of area.
A serious lack of necessary commercial facilities that are normally found in neighborhoods, including grocery stores, drug stores, and banks and other lending institutions	Yes	Moderate	Adequate and modern neighborhood commercial uses, such as supermarkets and drug stores, are lacking in the area.
Serious residential overcrowding that has resulted in significant public health or safety problems	Unlikely, but possible	Unknown	Residential overcrowding does not appear to be a problem, but additional study is needed.
An excess of bars, liquor stores, or adult-oriented businesses that has resulted in significant in public health, safety, or welfare problems	Possible	Unknown	Adult uses exist in the form of a topless bar, massage parlor, and several liquor-related establishments. Additional study is needed.
A high crime rate that constitutes a serious threat to the public safety and welfare	Likely	Moderate/ Extensive	Poor building conditions and commercial uses oriented to travelers often result in higher crime areas. Police statistics will be needed to fully characterize.

Urbanization

There are only about 84 acres of vacant land in the entire Study Area, mostly small lots spread throughout. However, most, if not all, of the vacant land is substantially surrounded by developed urban uses, which means it is counted as urbanized according to the CRL. The result is that the Study Area appears to fall safely within the 80% threshold of urbanized land, and is likely to be 100% urbanized.

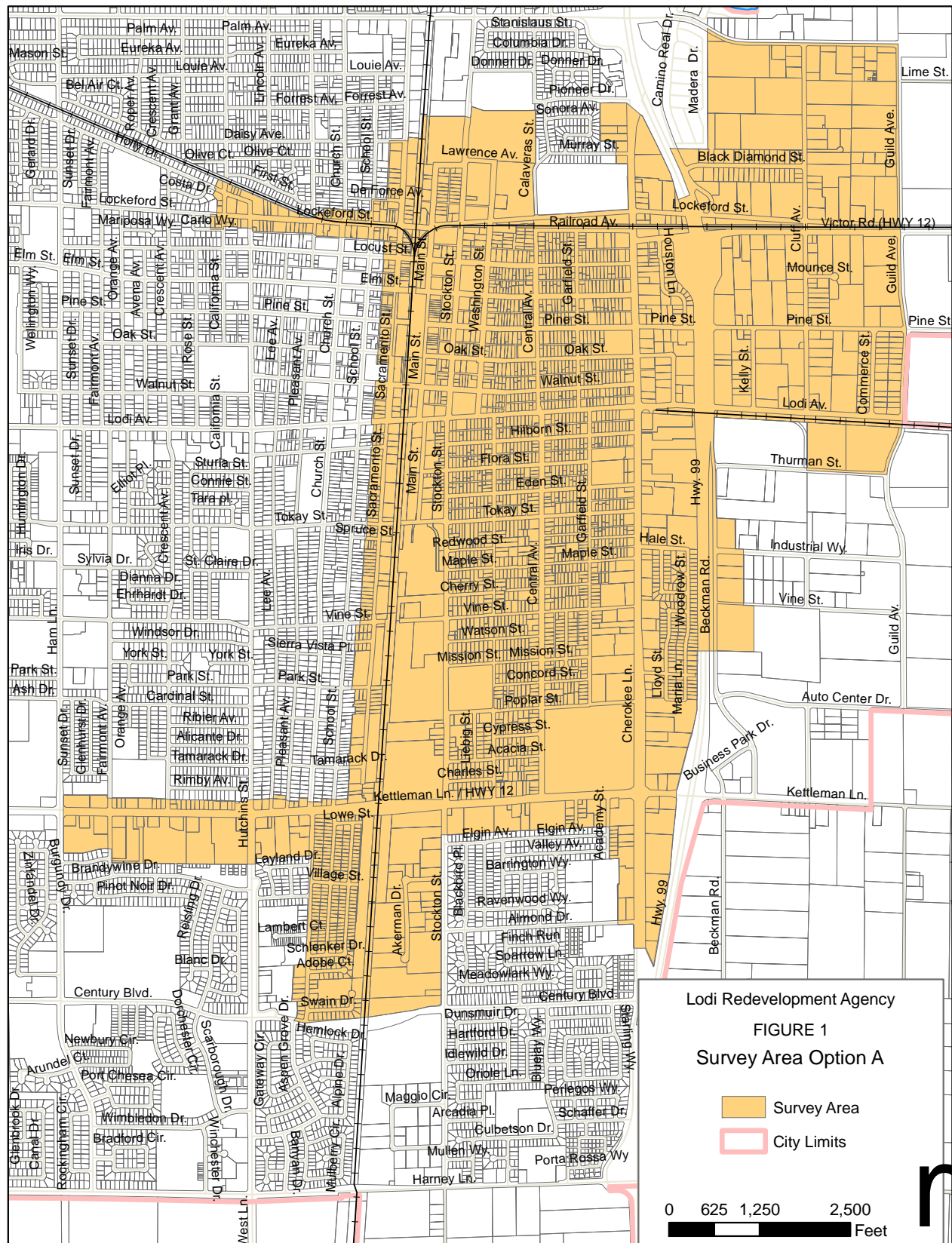
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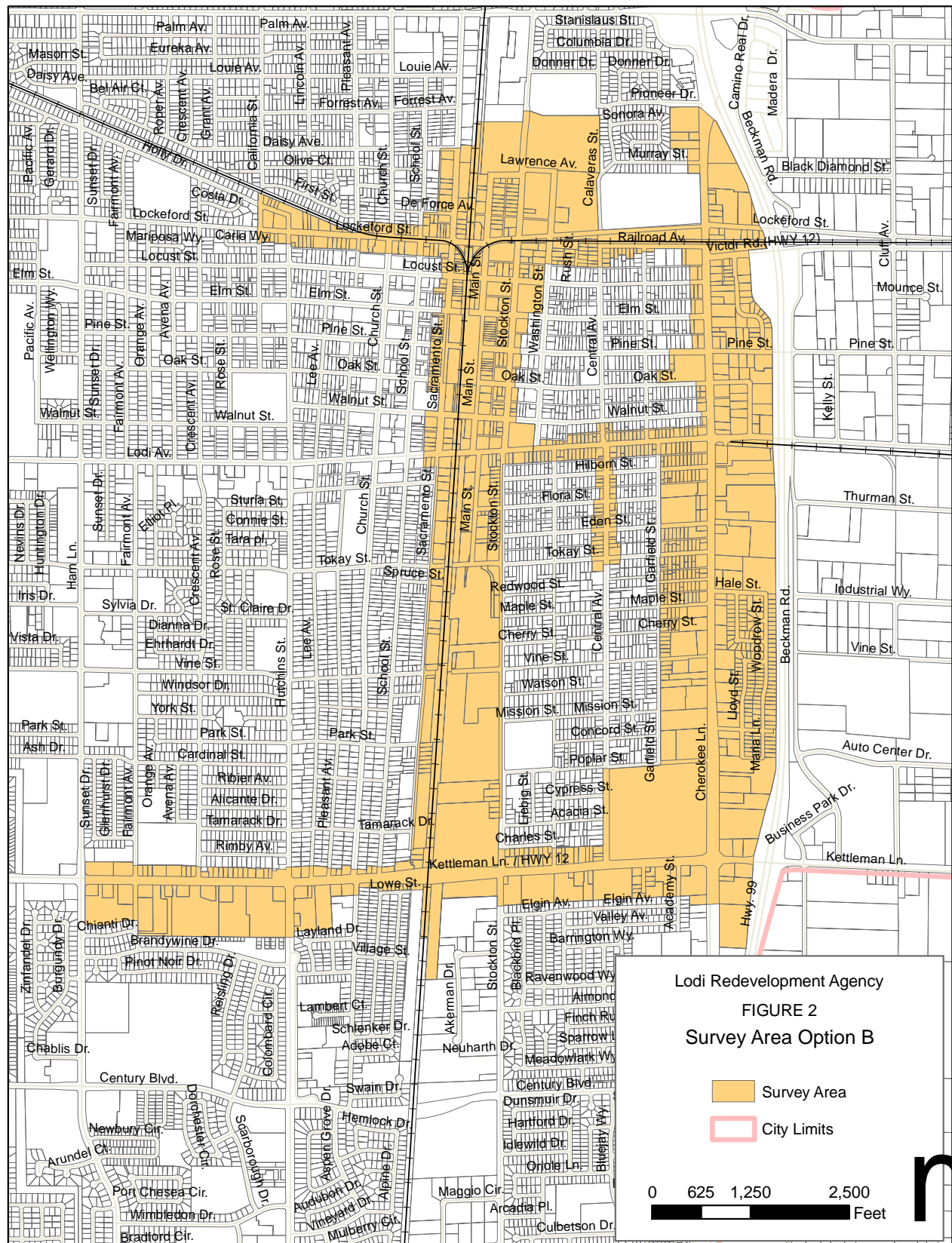
SURVEY AREA BOUNDARIES

After reviewing the properties in the Study Area, it is recommended that for comparative purposes the Agency consider two boundary options for the formal Survey Area: One, Option A, includes all properties that appear to qualify for redevelopment under the CRL (see Figure 1); and two, Option B, focuses only on the corridors of the Study Area (see Figure 2).

An analysis of the two options, as well as a recommendation, is included in the following chapters.



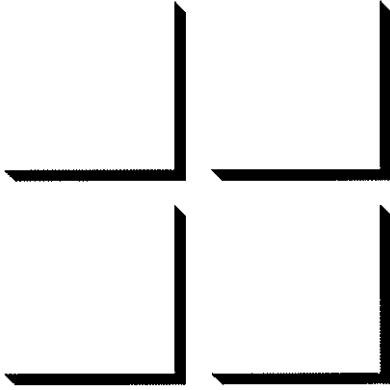
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FINANCIAL PROJECTIONS

This part of the feasibility study includes preliminary tax increment projections for the two alternative Survey Area boundaries, as shown on Tables 1 and 2. The property values shown on the tables are based on the actual 2007-08 secured value for parcels that are in each of the alternative boundaries. For purposes of the projections, we have assumed that the City would adopt a Redevelopment Plan by July 2008, which would make 2007-08 the base year. The first year for receipt of tax increment would be 2009-10. We have shown the projections over a 30 year period, since this would correspond with the period when the Plan would be effective. The Agency would also be eligible to receive tax increment for up to 45 years, but the final 15 years would be limited to the repayment of debt.

The projections are, in part, based on new development/redevelopment activities that could take place within the Survey Area. The assumptions for new development are, in part, based on information provided by City staff. All projections have been made on the basis of currently allowable development under the City's General Plan. Should land uses change in the future, the scope and type of development will be different than that shown used in the projections. The chart below shows the potential scope of development.

Commercial Square Footage	Industrial Square Footage
666,000	924,800

The other source for tax increment growth would be turnover of property. In order to evaluate this, we have looked at the growth in taxable values over the past five years in the general area of the two

boundary alternative. Overall, taxable values have been growing in a range of between 5 to 7 percent per year. This has occurred during a period of rapidly escalating property values. For purposes of the projections, we have assumed a 5 percent growth in taxable values.

Overall, total cumulative tax increment has been estimated on both a future dollar basis and on a net present value basis (adjusted for inflation). The amounts are shown in the chart below:

Scenario	Future Dollars	Net Present Value Dollars
Survey Area Option A	\$440.1 Million	\$171.1 Million
Survey Area Option B	\$277.1 Million	\$108.2 Million

We have reduced total tax increment by the following adjustments and liens.

1. Property Tax Administration Fees: State law allows counties to charge taxing entities, including redevelopment agencies, for the cost of administering the property tax collection system. The fees have been estimated and shown on Tables 1 and 2.
2. AB 1290 Payments: Pursuant to 1994 legislation, AB 1290, the Agency would be required to make payments to the affected taxing entities from tax increment generated in a project area. The tax sharing payments are based on a three tier formula. All payments are made after the Agency's deposit to its housing set-aside. The chart below shows how such payments are calculated.

Tier	Payment Required
Tier 1	25% of total tax increment during the entire term the Agency receives tax increment.
Tier 2	Beginning in the 11th year that the Agency receives tax increment, an additional payment equal to 21% of the tax increment attributable to growth above year 10 levels.
Tier 3	Beginning in the 31st year that the Agency receives tax increment, an additional payment equal to 14% of the tax increment attributable to growth above year 30 levels.

After reductions for the above liens, tax increment under each alternative is shown in the chart below.

Scenario	Future Dollars	Net Present Value Dollars
Survey Area Option A	\$331.9 Million	\$130.9 Million
Survey Area Option B	\$210.1 Million	\$83.2 Million

The Agency will also be required to use at least 20% of the total tax increment it receives for affordable housing projects and programs. The amount available for such activities will range from \$88 million (Option A) to \$55 million (Option B), in future dollars. In present value terms, the range is estimated to be from \$34 million (Option A) to \$22 million (Option B).

To put these numbers in perspective, five miles of landscaped medians would cost an estimated \$2.5 million, a 10,000 square foot youth or senior center costs \$6.2 to \$7.0 million, or street reconstruction for up to five miles of streets would cost \$3.3 million. Five miles of replacement water mains would cost \$6.1 million. Replacing five miles of sewer mains would cost an estimated \$3.4 million.

The above numbers are examples only. Refined program costs will be developed as part of the detailed area documentation.

Table 1
City of Lodi
Redevelopment Feasibility Study

TAX INCREMENT PROJECTION -SURVEY AREA OPTION A

(000's Omitted)

Fiscal Year		Escalated (1) Prior Year Value	New (2) Development	Total Value	Value Over Base Of 780,025	(3) Tax Increment	(4) Property Tax Admin. Fees	(5) Statutory Payments	Total Tax Increment Retained By Agency
2007	- 2008			N/A	N/A	N/A	N/A	N/A	N/A
2008	- 2009	819,026	0	819,026	39,001	N/A	N/A	N/A	N/A
2009	- 2010	859,977	0	859,977	79,953	800	16	126	657
2010	- 2011	902,976	8,391	911,367	131,342	1,313	26	208	1,080
2011	- 2012	956,935	24,760	981,696	201,671	2,017	40	319	1,658
2012	- 2013	1,030,780	32,149	1,062,929	282,905	2,829	57	447	2,325
2013	- 2014	1,116,076	19,060	1,135,135	355,111	3,551	71	561	2,919
2014	- 2015	1,191,892	19,511	1,211,403	431,378	4,314	86	682	3,546
2015	- 2016	1,271,973	18,279	1,290,252	510,227	5,102	102	806	4,194
2016	- 2017	1,354,765	76,786	1,431,551	651,526	6,515	130	1,029	5,356
2017	- 2018	1,503,129	76,546	1,579,674	799,649	7,996	160	1,263	6,573
2018	- 2019	1,658,658	27,080	1,685,737	905,713	9,057	181	1,431	7,445
2019	- 2020	1,770,024	12,589	1,782,613	,002,589	10,026	201	1,713	8,113
2020	- 2021	1,871,744	1,427	1,873,171	,093,147	10,931	219	1,976	8,737
2021	- 2022	1,966,830	0	1,966,830	,186,805	11,868	237	2,248	9,382
2022	- 2023	2,065,171	0	2,065,171	,285,147	12,851	257	2,534	10,060

Fiscal Year		Escalated (1) Prior Year Value	New (2) Development	Total Value	Value Over Base Of 780,025	(3) Tax Increment	(4) Property Tax Admin. Fees	(5) Statutory Payments	Total Tax Increment Retained By Agency
2023	- 2024	2,168,430	0	2,168,430	1,388,405	13,884	278	2,834	10,772
2024	- 2025	2,276,851	0	2,276,851	1,496,827	14,968	299	3,150	11,519
2025	- 2026	2,390,694	0	2,390,694	1,610,669	16,107	322	3,480	12,304
2026	- 2027	2,510,229	0	2,510,229	1,730,204	17,302	346	3,828	13,128
2027	- 2028	2,635,740	0	2,635,740	1,855,715	18,557	371	4,193	13,993
2028	- 2029	2,767,527	0	2,767,527	1,987,502	19,875	398	4,576	14,902
2029	- 2030	2,905,903	0	2,905,903	2,125,879	21,259	425	4,978	15,855
2030	- 2031	3,051,199	0	3,051,199	2,271,174	22,712	454	5,401	16,857
2031	- 2032	3,203,759	0	3,203,759	2,423,734	24,237	485	5,844	17,908
2032	- 2033	3,363,946	0	3,363,946	2,583,922	25,839	517	6,310	19,013
2033	- 2034	3,532,144	0	3,532,144	2,752,119	27,521	550	6,799	20,172
2034	- 2035	3,708,751	0	3,708,751	2,928,726	29,287	586	7,312	21,389
2035	- 2036	3,894,189	0	3,894,189	3,114,164	31,142	623	7,851	22,667
2036	- 2037	4,088,898	0	4,088,898	3,308,873	33,089	662	8,417	24,009
2037	- 2038	4,293,343	0	4,293,343	3,513,318	35,133	703	9,012	25,419
Cumulative Totals						440,084	8,802	99,329	331,953
Net Present Value (6)						171,074	3,421	36,732	130,921

(1) Future year property values increased at 5 percent per year.

(2) See Report for new development assumptions.

(3) Based on the application of the 1 percent tax rate to incremental value.

(4) Estimated based on 2 percent of tax increment.

(5) Payments per the provisions of AB 1290. Amount shown is net of the City share

(6) Net present value calculated at 5 percent discount rate.

Table 2
City of Lodi
Redevelopment Feasibility Study

TAX INCREMENT PROJECTION -SURVEY AREA OPTION B
(000s Omitted)

Fiscal Year		Escalated (1) Prior Year Value	New (2) Development	Total Value	Value Over Base Of 369,470	(3) Tax Increment	(4) Property Tax Admin. Fees	(5) Statutory Payments	Total Tax Increment Retained By Agency
2007	- 2008			N/A	N/A	N/A	N/A	N/A	N/A
2008	- 2009	387,944	0	387,944	18,474	N/A	N/A	N/A	N/A
2009	- 2010	407,341	0	407,341	37,871	379	8	60	311
2010	- 2011	427,708	8,391	436,099	66,629	666	13	105	548
2011	- 2012	457,904	24,760	482,664	113,194	1,132	23	179	930
2012	- 2013	506,798	32,149	538,947	169,476	1,695	34	268	1,393
2013	- 2014	565,894	19,060	584,953	215,483	2,155	43	340	1,771
2014	- 2015	614,201	19,511	633,712	264,241	2,642	53	418	2,172
2015	- 2016	665,397	18,279	683,676	314,206	3,142	63	496	2,583
2016	- 2017	717,860	76,786	794,647	425,176	4,252	85	672	3,495
2017	- 2018	834,379	76,546	910,924	541,454	5,415	108	855	4,451
2018	- 2019	956,471	27,080	983,550	614,080	6,141	123	970	5,048
2019	- 2020	1,032,728	12,589	1,045,317	675,846	6,758	135	1,150	5,473
2020	- 2021	1,097,583	1,427	1,099,010	729,540	7,295	146	1,306	5,844
2021	- 2022	1,153,960	0	1,153,960	784,490	7,845	157	1,466	6,222
2022	- 2023	1,211,658	0	1,211,658	842,188	8,422	168	1,633	6,620
2023	- 2024	1,272,241	0	1,272,241	902,771	9,028	181	1,810	7,038
2024	- 2025	1,335,853	0	1,335,853	966,383	9,664	193	1,994	7,476
2025	- 2026	1,402,646	0	1,402,646	1,033,176	10,332	207	2,189	7,936

Fiscal Year		Escalated (1) Prior Year Value	New (2) Development	Total Value	Value Over Base Of 369,470	(3) Tax Increment	(4) Property Tax Admin. Fees	(5) Statutory Payments	Total Tax Increment Retained By Agency
2026	- 2027	1,472,778	0	1,472,778	1,103,308	11,033	221	2,393	8,420
2027	- 2028	1,546,417	0	1,546,417	1,176,947	11,769	235	2,607	8,927
2028	- 2029	1,623,738	0	1,623,738	1,254,268	12,543	251	2,831	9,460
2029	- 2030	1,704,925	0	1,704,925	1,335,455	13,355	267	3,067	10,020
2030	- 2031	1,790,171	0	1,790,171	1,420,701	14,207	284	3,315	10,608
2031	- 2032	1,879,680	0	1,879,680	1,510,210	15,102	302	3,575	11,225
2032	- 2033	1,973,664	0	1,973,664	1,604,194	16,042	321	3,849	11,872
2033	- 2034	2,072,347	0	2,072,347	1,702,877	17,029	341	4,136	12,553
2034	- 2035	2,175,965	0	2,175,965	1,806,494	18,065	361	4,437	13,267
2035	- 2036	2,284,763	0	2,284,763	1,915,292	19,153	383	4,753	14,017
2036	- 2037	2,399,001	0	2,399,001	2,029,530	20,295	406	5,085	14,804
2037	- 2038	2,518,951	0	2,518,951	2,149,481	21,495	430	5,434	15,631
Cumulative Totals						277,050	5,541	61,393	210,115
Net Present Value (6)						108,222	2,164	22,845	84,213

(1) Future year property values increased at 5 percent per year.

(2) See Report for new development assumptions.

(3) Based on the application of the 1 percent tax rate to incremental value.

(4) Estimated based on 2 percent of tax increment.

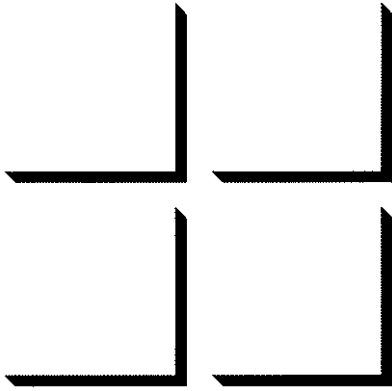
(5) Payments per the provisions of AB 1290. Amount shown is net of the City share

(6) Net present value calculated at 5 percent discount rate.

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PRELIMINARY PROJECTS AND PROGRAMS

This section of the report provides information on the types of activities redevelopment agencies engage in as a means to alleviate blight and includes a discussion of general methods found for financing redevelopment.

One set of programs that the Agency may implement would be in the area of economic development. Adoption of a redevelopment project area would provide the Agency with the tools to alleviate blight in part by encouraging new commercial, mixed use, and residential development in the area through a variety of redevelopment programs. The Agency may enter into public private partnerships by assisting with land assembly, site preparation, offsite improvements, disposition of property, and relocation assistance to existing property owners and tenants.

The Agency could also encourage existing property owners and businesses to upgrade the exterior of buildings, correct code violations, renovate the interior of buildings and assist in installing fire suppression systems. Such a program could provide deferred payment and low interest loans to property owners to make the types of improvements described above. Expenses could also be reimbursed to business owners for façade improvements.

Another major area where projects may be undertaken would be the installation of needed infrastructure. Projects in this area could include one or more of the following:

- 1) Improvements to public streets including the installment of lighting needed and desired in existing neighborhoods, and the construction of curbs, gutters and sidewalks.
- 2) Storm drainage and water quality improvements.
- 3) Improvements to pedestrian and bicycle facilities and linkage with other existing bicycle and pedestrian facilities in the community.

- 4) Install and construct other public improvements to eliminate blight and improve the local economy of the area, including parking and transit facilities.

Finally, the Agency would likely be involved in various types of programs to create more affordable housing in the area. A variety of projects may be undertaken, including:

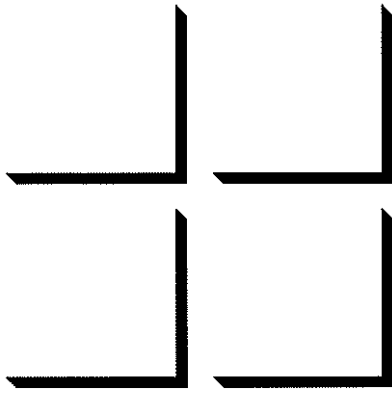
First-Time Homebuyer Assistance Programs: Programs designed to assist first-time homebuyers to purchase homes. Housing set-aside monies could be used provide second mortgages to bridge the gap between the first mortgage and purchase prices.

Match to State and Federal Grants: Funds could also be used to match other grants to provide a variety of housing opportunities.

Land Banking: Identify and purchase key properties that may not be suitable for development at this time, but will be suitable for housing or mixed-use development in the future. In some cases, land banking and site assembly will be needed to remove constraints to development on irregularly shaped or configured parcels.

New Housing Development: New housing focused on both affordable rental and home ownership units developed in conjunction with either local non-profit or for-profit developers. Housing may be directed at special needs and/or incorporate self-help or other models.

Rehabilitation Programs: Funds to blighted properties to allow commercial, industrial, and residential property owners and tenants to rehabilitate, restore, and address code compliance issues.



RECOMMENDATION

The final step in analyzing redevelopment feasibility is to relate projected revenue to the redevelopment program designed to eliminate blight. As discussed earlier, such a program could include:

- Various economic development assistance programs designed to spur private investment
- Business attraction and retention programs
- Rehabilitation loan and grant programs
- Infrastructure upgrades and improvement
- Affordable housing programs

Based on the tax increment projections, it is estimated that the Agency would have \$83 - \$131 million in tax increment revenue (in 2007 dollars), depending on the boundary alternative. A redevelopment project would not be expected to provide the full funding for all of the above programs, but rather would serve as one source of funding.

Because the larger boundary provides a significantly higher revenue stream for improvements, and appears to qualify under the CRL requirements, it is recommended that Option A be adopted by the City Council as the Survey Area. A document called the Preliminary Plan would then be prepared and submitted to the Planning Commission, which then selects Project Area boundaries from within the Survey Area. These actions would formally start the adoption process.



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Presentation of Redevelopment Project Feasibility Study and Proposed Survey Area

Presented: November 6, 2007



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Why Prepare a Feasibility Study for a Potential Redevelopment Project?



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- Provide guidance for the selection of the Survey Area
- Survey Area is the first formal step in designating the Project Area (H&S Code 33310)



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Proposed 2002 Project Area

Area: 1,184 acres Downtown & Eastside

\$187.9 million future dollars

\$41.1 million present value



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Too Big
Too Small



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Two Options

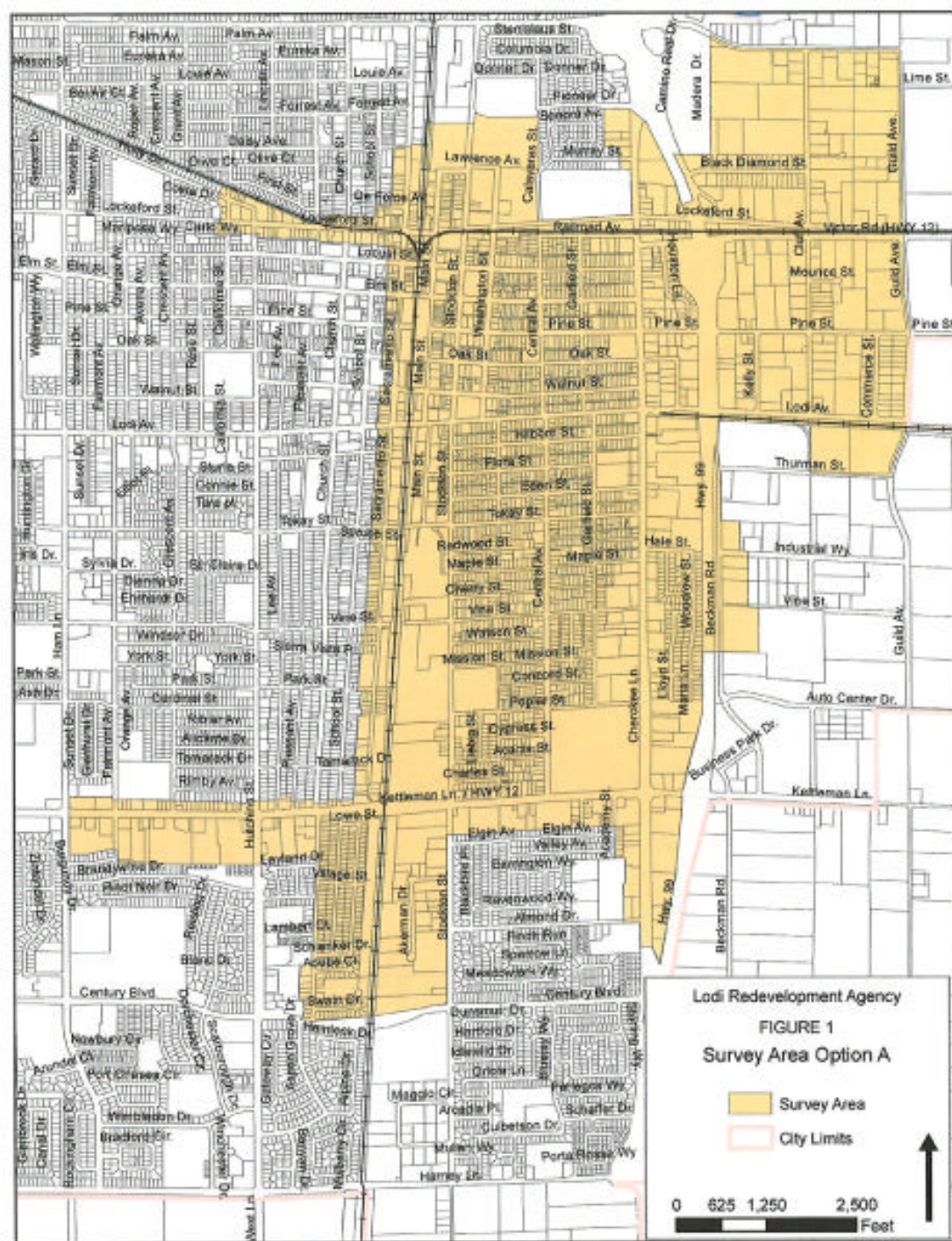


Option A

1,583 Acres

\$331.9 million
(approximate)
future dollars

\$130.9 million
net present
value



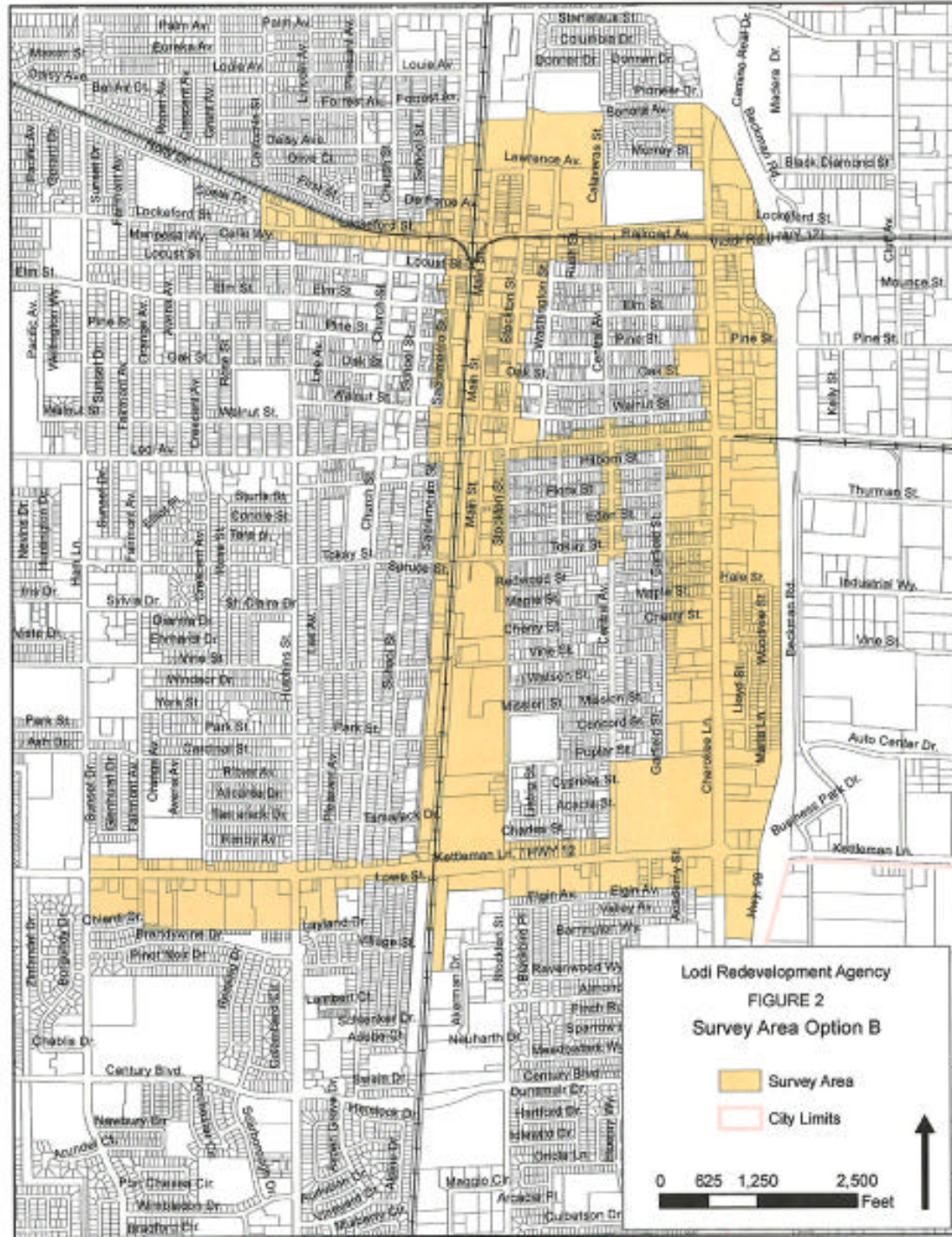


Option B

732 Acres

\$210.1 million
(approximate)
future dollars

\$83.2 million
net present
value



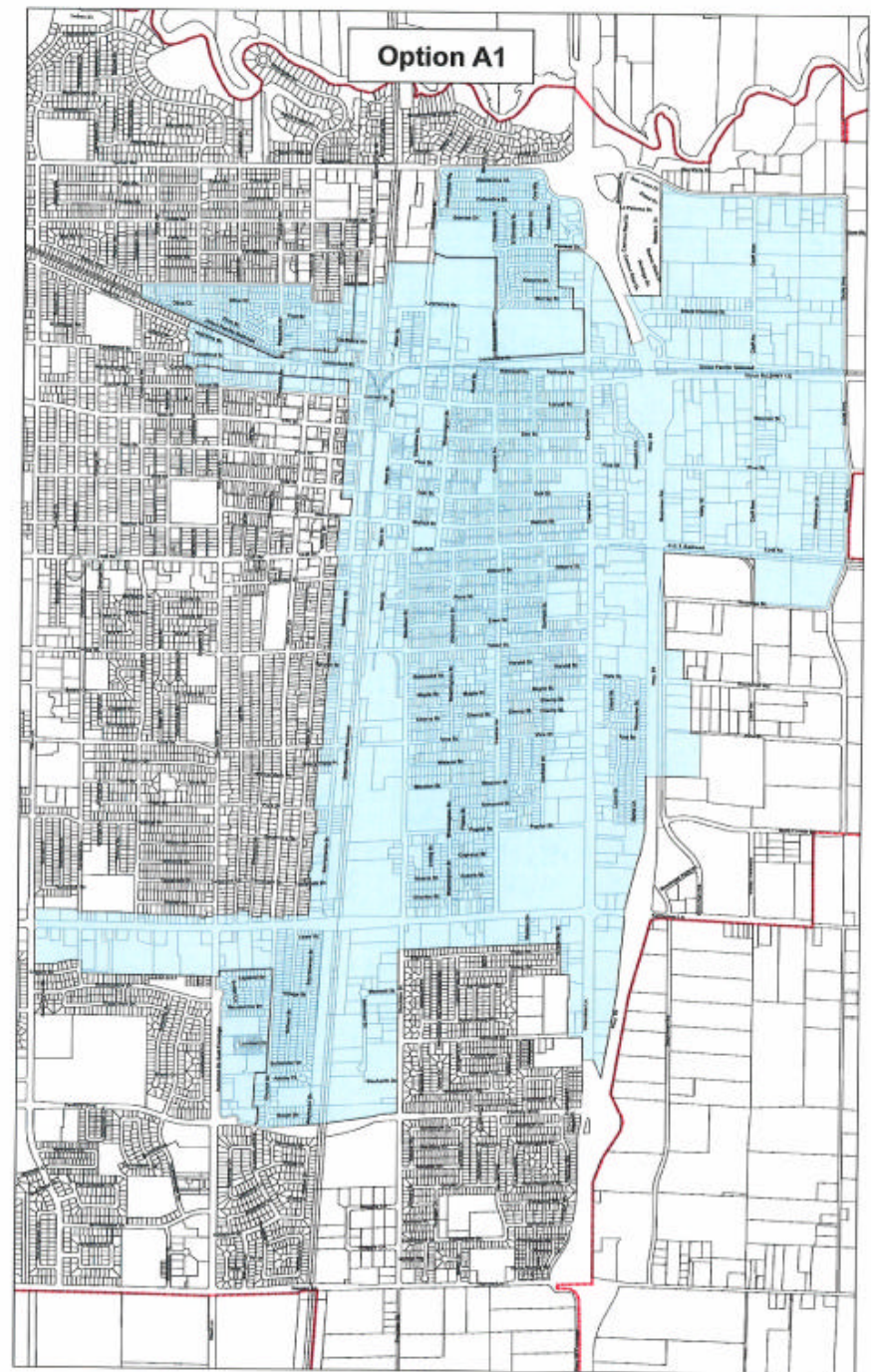


Option A1

Budget
and
Finance
Committ
ee
10/29/07

1,763
acres

\$ TBD





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Tax Increment Projections

Opportunity sites based on current
General Plan

Commercial square footage
666,000

Industrial square footage 924,800

Background growth

5 -7% per year

5% used



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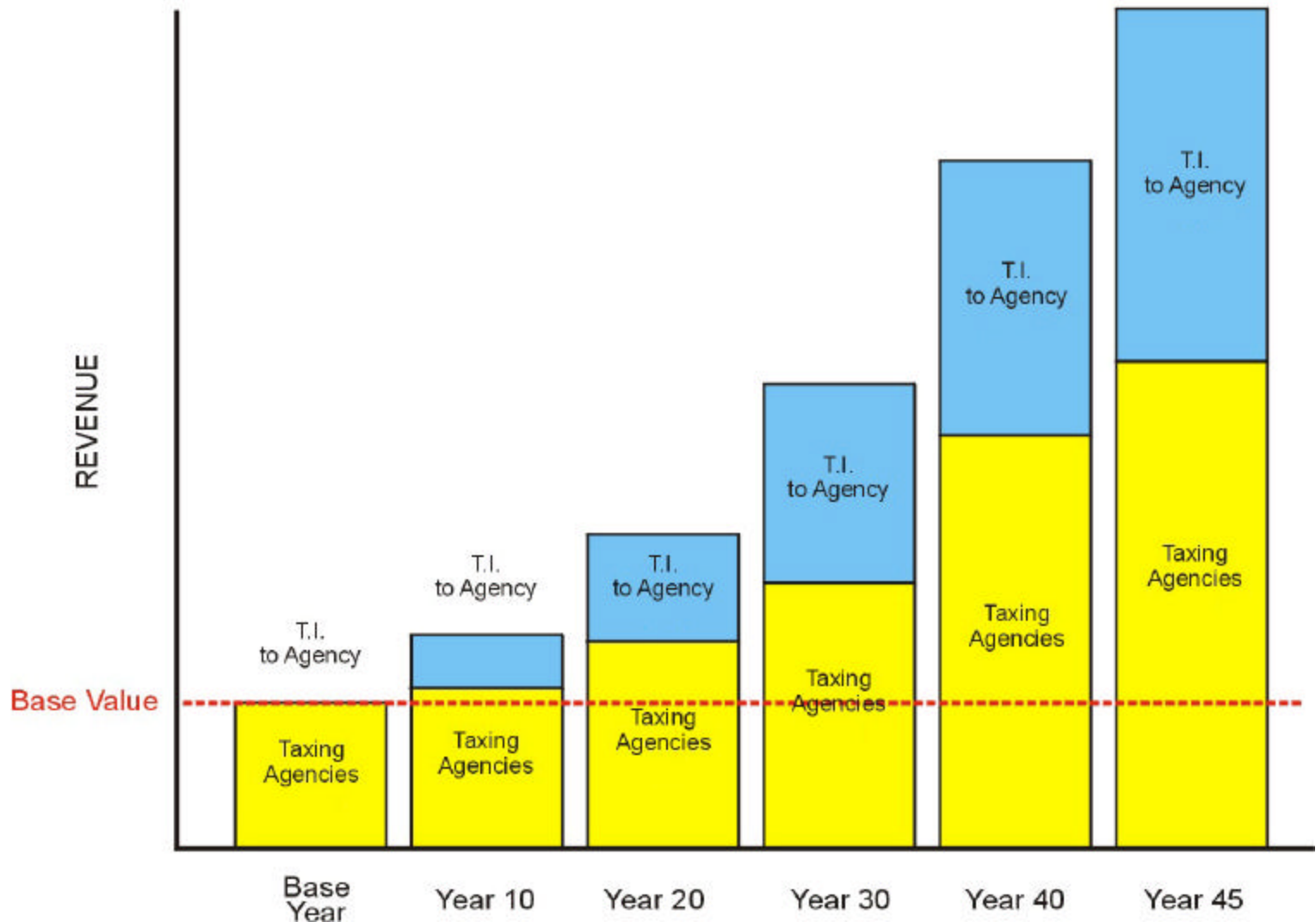
	Future Dollars	Present Value
Option A	\$440.1 million	\$171.1 million
Option B	\$277.1 million	\$108.2 million

Tax Increment reduced by Property Tax
Administrative Fee and AB 1290 pass-
through



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HOW TAX INCREMENT IS DIVIDED





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Tax Increment Example

Original property valuation	\$500,000
Property tax at 1% of assessed value	\$5,000
City's share at 16% of 1%	\$800
Property upgraded then sold	\$750,000
New property tax at 1%	\$7,500
Tax increment (\$7,500 - \$5,000)	\$2,500
City's share of tax increment at 80%	\$2,000
Total Lodi share	\$2,800
(without RDA)	\$1,200



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Threshold Requirements

Urbanized

Physical Blight

Economic Blight

- Not every parcel of land must be blighted – effective redevelopment
- Conclusion: Threshold criteria met



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Schedule

- Planning Commission – November 14, 2007
Project Area (H&S code 33322)
- City Council – December 19, 2007
Base year
- Legal Description
- Consultation with Taxing Agencies
- NOP EIR
- 33328.1 Report/school districts
- Auditor Controller's Report
- City Council – March Preliminary report
- Planning Commission – Draft Redevelopment Plan
- City Council / Agency – June 2008